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ABSTRACT

The further education of adults in Germany has its roots in the 19th century. In a unified Germany, further education and training enjoy a key position in the establishment of free market economy structures. Further education enjoys equal status with all other educational sectors. It is distinguished by the plurality of organizing bodies and diversity of programs offered. The federal government, Laender (States), and local authorities have their own rights and duties. Industry is the main sponsor and spends yearly an amount equal to that provided by all three governmental levels. Adult education centers, trade union education facilities, industry, ecclesiastical institutions, higher education and academic institutes, and the civil service offer further education. Overlapping commitments of further education are key qualifications, special groups, social and political responsibility, and technological change. Vocational further education enables the maintenance, extension, and adjustment of vocational skills as well as employee promotion. Anticipating the European internal market in 1993, employees regard acquisition of "European qualifications" as the objective of their further training. A large number of measures have been initiated in support of the European unification process. The political parties are concerning themselves with further education and training matters, although they have differing objectives. (Appendixes include a 10-item bibliography, glossary, and addresses of organizations.) (YLB)

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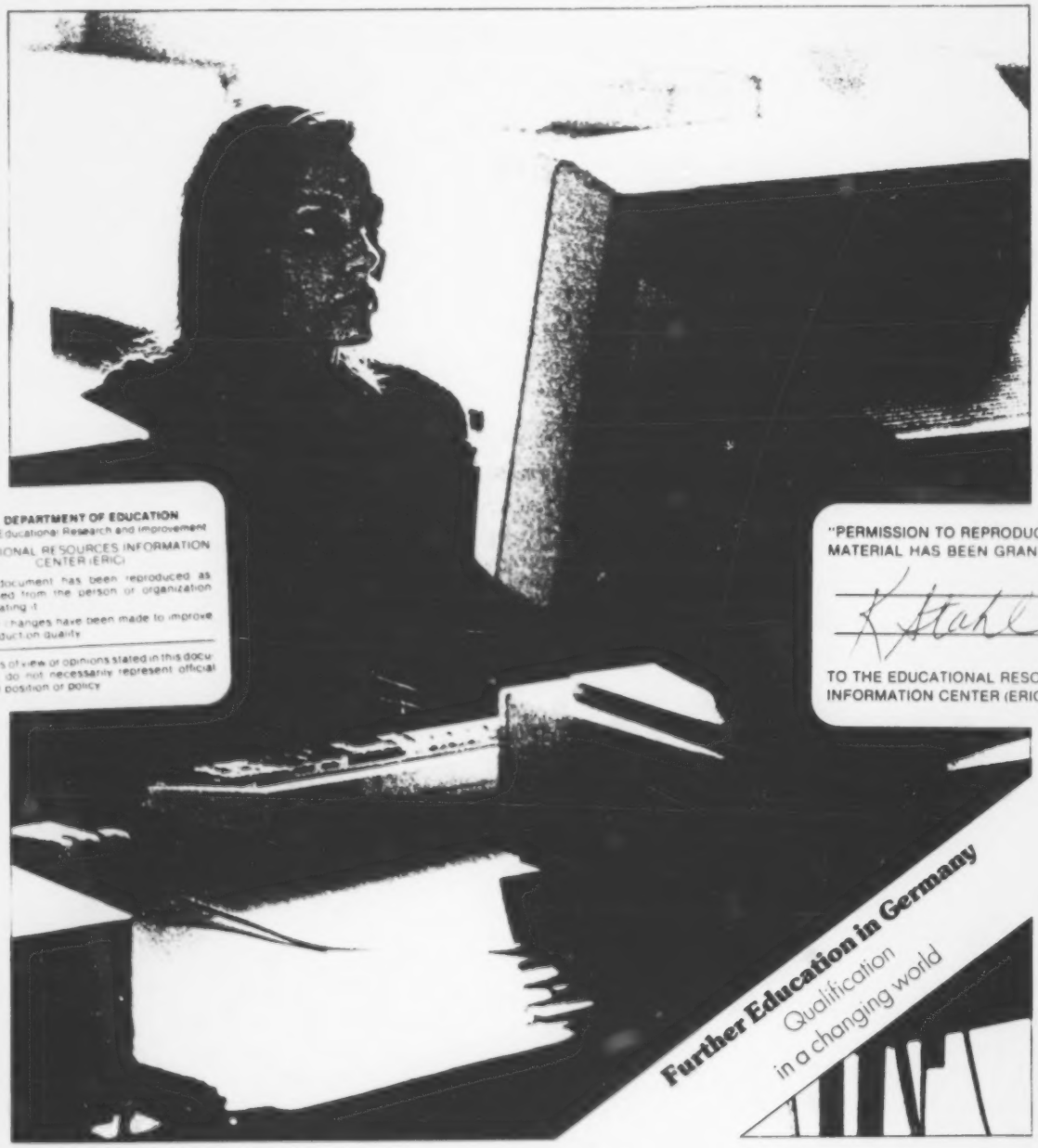

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Further education for the future

Foreword

Panta rhei – everything is in motion: this is how the Ancient Greeks described social change. Today, we are fully aware of the changes going on in all sectors of private and public life which, with the approaching new millenium in view, are making new demands on all of us.

The enormous increase in the standard of education among broad areas of the population has also changed the working world in the last 20 years and something that gainfully employed persons must adapt themselves to. Europe is beginning to open up and speaks many languages. To an extent hitherto unknown, people are being inundated with innovations and information in all sectors – all of which has to be coped with. Increased leisure time means increased personal development and greater societal participation. The knowledge available to mankind is doubling every five years: what has already been learnt in the past no longer suffices for the whole of one's life. Length of time for training must be reduced in favour of lifelong learning: further education and training are the key to the future of our society.

Historical development

The further education of adults, as exists in Germany today, has its roots in the 19th century. The idea of universal education for broad areas of the population had its zenith in the 18th century. The way having been prepared by Humanism and the ideal of freedom of speech and mind, it acquired a political dimension in the Age of Enlightenment. Education was to enable as many people as possible to make use of their powers of reasoning and common sense to recognize and shape the reality of their lives. It is here that the names of philosophers and writers such as Gottfried Wilhelm Leibniz, Christian Freiherr von Wolff and Gotthold Ephraim Lessing stand to the fore. From this developed diverse points of departure for community life and culture. Popular education on a wide scale would have not been possible beyond the then traditional educational circles without the increased spread of books among the middle and lower classes, and advertizers and weeklies on numerous topics in the fields of the humanities and natural sciences.

The Age of Enlightenment's educational concept in Germany in the late 18th and early 19th centuries underwent further development as a result of the Classical, Idealist and Romantic movements. Whereas, formerly, reason alone stood to the fore as the element linking all humans in educational concepts, the classicists focussed on individual intellectual and moral self-formation of personality. Johann Gottfried von Herder, Johann Heinrich Pestalozzi, Wilhelm von Humboldt. Johann Gottlieb Fichte and Friedrich Daniel Schleiermacher rank among the greatest educationalists of that age. They were convinced that it is everyone's duty to perfect him or herself by means of education. The formative path has to be a dynamic and lifelong process of self education, something enabling individuals to lead their lives in an independent manner and to help shape the future of society. In this context, popular education as the predominant educational objective embraced youth, domestic, family, vocational and political education – all this against the background of the alienation tendencies arising from industrialization.

Civil liberty

The new socio-political concepts were also taken up in literature: the right of all citizens to free development of personality and to be taught the precepts of political and civil liberty are, for instance, the subject of Schiller's letters to the Duke of Augustenberg, and of Goethe's *Bildungsroman "Wilhelm Meister"*.

This development helped prepare the ground in the early 19th century for a educated society in which science and culture could blossom and be accessible to all. A large number of people's education clubs and societies sprang up and proved to be highly popular; there were over 8,000 of them up to World War I. Museums, theatres and libraries flourished and discovered their educational mandate, particularly vis-à-vis the lower, financially weaker classes. Essential basic knowledge was taught in craftsmen's and tradesmen's education associations; industrial workers, on the other hand, were largely excluded from such vocational training measures in the early stages. The first residential adult education centres – mainly run by the Churches – were set up in the north of Germany and catered for further education and training in rural areas.

Along the lines of the English model, "popular courses" were run at various universities in Germany and Austria from 1890 onwards. This opening up of higher education institutions for popular

science courses in the direction of *Volksbildung* (education of the people), however, was not universally supported by German universities and, in the final instance, was unable to take root. It is only in recent times, from 1976 onwards, that the Federal Framework Act for Higher Education and the higher education laws of the *Bundesländer* (constituent states) have reminded universities of this commitment once more; further education studies and other events, as well as informing the public about the fulfilment of these commitments, became statutorily obligatory for the first time.

Further education experienced a marked upswing after World War I. For the first time, state responsibility for further training was made manifest in the Constitution of the German Reich (Weimar Constitution) in 1919. Here, it states: "The *Volksbildungswesen* (people's education system), including the *Volkshochschulen* (adult education centres) shall be promoted by the *Reich* i.e. government, the *Länder* and the *Gemeinden* (local authorities)." The Prussian Ministry of Science, Art and People's Education set up its own special department for *Volksbildung*.

Numerous governmental and non-governmental bodies founded establishments for the further education of adults; towns and communes, the Churches, higher education institutes, trade unions, workers' organizations and political parties. In each case their educational objectives and programmes varied greatly. The hopes pinned to the new young democracy, as well as the far – reaching political and ideological differences of the time, the economic crisis and oppressive unemployment: these were all directly reflected in the education sector.

With the growing industrialization of the twenties, further education attempted to establish its own position and fenced itself off from the other education sectors. New, adult-tailored teaching and learning forms with a more relaxed, dialogue approach replaced the traditional lectures.

Early 1933 the National Socialists (Nazis) took over the reins of government in Germany. This spelt the end for pluralist further education. Ecclesiastical, political, trade union and other educational facilities were dissolved in the years that followed, or "brought into line" with the Nazi school of thought.

The end of the World War II saw a renaissance of further education. A readiness for personal reorientation was apparent in broad areas of the population; there was a desire to continue interrupted courses and a thirst in general for information in all fields. A large number of education centres resumed their former activity.

Developments after World War II in western Germany...

Developments in east and west took different courses from 1949 onwards. The Basic Law (Constitution) was adopted for the Federal Republic of Germany – which meant the founding of a democratic state once more. In this process, cultural affairs were allocated for the most part to the Bundesländer. Nonetheless, there was also a need for a federalwide agreement on important framework conditions in respect of education policy. In 1952, the German Cities Assembly approved the "Guidelines for Local Cultural Activity". The German *Volkshochschulverband* (Adult Education Association) was established a year later. One by one, the ecclesiastical, trade union and other establishments – all of which had been prohibited in the war – were institutionalized once more. A report by the German Education Committee, entitled "The Situation and Task of German Adult Education", published in 1960, concerned itself with the image of further education in current society. The majority of the Bundesländer adopted their own statutory basis for the financing of further education.

A turning-point in the development of budding reforms came in 1970 with the publication of the "Structural Plan for the Education System" by the German Education Council. *"Weiterbildung"* (Further education) was established as an independent, fourth pillar of the education system in the Federal Republic of Germany and defined as the programmatic, generic term for *"Erwachsenenbildung"* (Adult Education) and *"berufliche Fortbildung und Umschulung"* (Vocational Training and Retraining) – which had been strictly separated hitherto. On this systematic basis, there followed in the same year the Federal Government's *Bildungsbericht 1970* (1970 Education and Training Report) and the conclusion of an administrative agreement between the Federal Government and the Länder on the drawing up of a long-term framework plan. The latter was approved as the "Overall Education Plan of the Federation-Länder Commission" in June 1973. It was concerned with the expansion of an efficient further education and training system on public responsibility.

The constantly changing framework conditions for economic, financial and employment policy in the 1970s and 1980s exerted a far-reaching influence on education policy. In 1984, the Federal Government approved the "Report on the

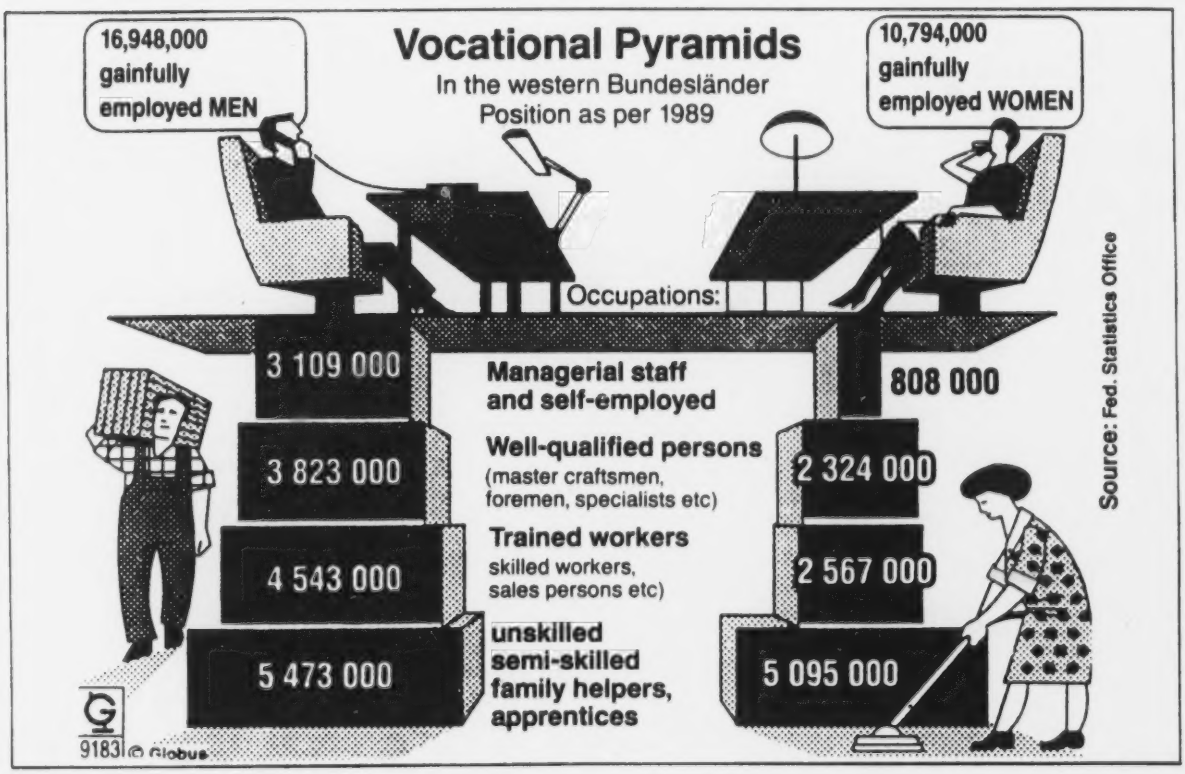
Safeguarding of the Future Opportunities of Youth in Training and Occupation" which contained a new overall educational concept. Accordingly, unlike earlier years, planning and structural measures were abandoned. This re-orientation is set out in concrete terms in the "Theses on Further Education and Training" published by the Federal Minister of Education and Science in 1985. In these theses great importance is attached to personal responsibility of participation, plurality and openness of programmes and competition among the responsible bodies as regulative principles.

The boom experienced by further education and training at that time prompted the Federal Minister of Education and Science to launch a *Konzertierte Aktion Weiterbildung* (concerted action in respect of further education and training) which was to get representatives of the social partners, the Federal Government, the Länder and the leading local associations to sit round one table. The point of departure was acknowledgment of the fact that *Weiterbildung* could only be developed into an equal part of the education system, supplementing the traditional sectors of school, vocational training and higher education, through a major joint effort on the part of the state, industry and commerce and all social forces.

...and in eastern Germany

Developments followed a very different course in the German Democratic Republic (GDR) which was likewise established in 1949. Under the SED (German Socialist Unity Party), all education institutions were given a politico-educational mandate. The former local *Volkshochschulen,* the bodies responsible for general, voluntary education, were converted in large numbers into state-controlled factory further education facilities for the *Arbeiter und Bauern* (Workers and Peasants).

The delegation of *Werktätige* (workers) to further education and training projects was decided by the plants themselves. With the setting up of works academies in 1960, the further education and training programmes were extended in a graduated pattern – ranging from courses for semi-skilled and skilled workers, master craftsmen, technicians and qualified engineers into the academic sector. Technically, the whole of the works education and training system was under the central control of the responsible ministry (State Secretariat for Vocational Training). At *Kreis* (administrative district) and *Bezirk* (administrative area) level, there was constant coordination with relevant further education and training organizations.



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The introduction of new systematics in the skilled professions in 1970, and mastercraftsmen's trades in 1973, necessitated a wide-scale qualification adjustment – supplemented by ideological education. From 1976 onwards, the objective was constant "commitment and object-related further education and training of *Werktätige*". This was designed to enhance work performance. Unproductive sectors were increasingly reduced in the combines and the workers trained in modern techniques and processes. What must be borne in mind, though, is the fact that there was ample opportunity for employees to count their experience gained in social activities towards the time spent on further training – which relativizes the significance of the specialized qualifications acquired. The further training of managerial staff in economics took place at SED state-party institutions.

Shortly before German reunification, the *Volkskammer,* the GDR parliament, decided to incorporate the Federal Republic's Vocational Training Act and the Handicrafts Regulation Act into its own legislation – thus installing the west German system of further education and training. This step reached its completion after German unification on 3 October 1990 – when the new Bundesländer, invested with their own powers, came into being.

Prospects in a unified Germany

In the new Bundesländer, in particular, further education and training enjoy a key position in the setting up of free market-economy structures, the development of small and medium-sized firms, the overcoming of unemployment and short-time work, and improvement of living conditions in general. This will necessitate an extensive and intensified vocational qualification offensive in the years ahead.

It is just as important to maintain and enhance the high educational and training standard of working persons and to make it receptive to the latest developments as it is to ensure the qualified training of the oncoming generation. Demographic developments in Germany make it imperative that innovation be increasingly backed up by the further training of persons already at work – because they are being followed on by the low-birthrate year groups.

In social market economy it is primarily up to industry and commerce to guarantee essential qualification and vocational training programmes. The state furnishes subsidiary assistance in this connection. Admittedly, the state of the economy in the new Bundesländer is making special demands on state assistance because the financial strength and experience of small and medium-sized businesses, in particular, will be too limited for some time to come to provide the essential qualification programmes. Consequently – for a transitional period – state promotive funds have been made available in a hitherto unknown order of magnitude to cope with the enormous economic structural changes which are affecting almost all jobs. There is great motivation among the population: every second working person in the new Länder wishes to sign up for qualification courses.

The Federal Republic of Germany is poor in raw materials. Its economy lives on the know-how of its gainfully-employed population. The future lies in a high standard of education and training, and the readiness of the people to constantly undergo further training.

Further training as part of the education system

The concept of further education and training

The further education and training sector embraces all forms of organized learning subsequent to an initial educational phase of varying length, and, as a general rule, embarking on a career. In this context, further education and training take place within an institutionalized framework, in programmes provided by a wide variety of educational and training institutions. In addition, there is also a wide range of non-organized, self-determined forms of learning – from personal experience, the media or communication with others. These forms of learning – in the extended sense – according to the 1976 UNESCO "Recommendation on the development of adult education", should be included in the further education and training sector.

Further education and training are part of "lifelong learning" and thus closely related to the other educational sectors. In view of the rapid changes going on in all social areas, the initial training received is no longer enough today. School education, vocational training and further training are all stages which follow on each other. As a result, it is up to each and every person to coplan and

codetermine the individual education profile he or she wishes to acquire during the course of his or her life.

Further education and training in the Federal Republic of Germany are directed at adults of all ages, differing life situations, educational qualifications, inclinations, requirements and skills. It embraces in equal measure in-service training measures in respect of promotion and adjustment, retraining and vocational (re-)integration. It provides guidance in the purposeful use of technical developments, particularly the communications media. It includes personality development and exhorts persons to face up to political and social questions. Further education and training help persons to assume educational responsibilities within the family, to cope with specific life-situations at all ages and to take prophylactic steps with regard to health. There are many and different incentives for the development of artistic-cultural skills and creative activity. Further education also equips people to take on voluntary commitments and organize their free-time purposefully.

Legal basis

Further education and training in the Federal Republic of Germany enjoys equal status with the primary, secondary and higher education sectors within the education system. In line with the wide variety of its commitments, education and vocational training policy, economic and employment-market policy – and even social and health policy – are interlinked in this sector. Hence the relative regulations with reference to further education and training contained in numerous laws.

Unlike the constitutions of some of the Bundesländer, the Basic Law contains no direct reference to further education and training. Only Art. 91 b provides for cooperation between the Federal Government and the Länder in respect of educational planning and the promotion of scientific research institutions and projects of national importance. The statutory organization of the individual educational sectors, on the other hand, remains the preserve of the Federal Government, the Länder, local authorities and other public corporations – as well as union and management. This results in independent powers of varying consequence. The following, for instance, are the responsibility of the Federal Government: out-of-school vocational further education and training, elaborating general basic principles for academic further education, monitoring the effectiveness of further education and training, and developing new areas of responsibility by means of appropriate measures. The pattern and promotion of broad areas of general further education, on the other hand, come under the cultural and educational autonomy of the Bundesländer. True, the dividing lines between general and vocation-related further training are often "fluid": both sectors have the joint goal of finding answers for the vocational, social and personal challenges of our time. This is why they must be seen more than ever in their interrelationship.

Quality of programmes

Apart from a general definition of responsibilities, the Federal Government and the Länder laws on further education and training contain, inter alia, basic principles on the quality and quantity of programmes offered, cooperation between further education and training facilities, qualification of instructors, institutional and individual promotion and the treatment of further education and training under fiscal law.

Inter alia, the following important laws have been enacted at federal level in respect of further education and training sector.

- *By means of the **Employment Promotion Act,** a high level of employment is to be realized and maintained through the financing of qualification measures, the employment structure improved and thus the growth of the economy promoted. This includes further training in respect of vocational adaption and promotion, retraining and job-familiarization in certain cases. The implementation of this law, particularly the award of benefits, has been entrusted to the Federal Employment Office.*
- *The **Vocational Training Act** regulates, among other things, questions concerning the code, implementation and responsibilities of vocational further training and retraining. The Handicrafts Regulation Act contains similar regulations for vocational training in the crafts. The Federal Minister of Education and Science has issued a number of further training ordinances, particularly in the industrial master craftsman sector, and, of late in the environment protection sector (supply and disposal). Further training ordinances are prepared in collaboration with the Federal Institute of Vocational Training[1]. In addition, the responsible agencies – Chambers of Industry and Commerce, as a rule – have set out the content, aim, requirements and procedure for further training examinations in numerous regulations.*
- *The **Federal Law concerning the Promotion of Education and Training (BAföG)** provides a legal entitlement to individual training promotion for courses corresponding to inclination, aptitude and achievement level, if the trainee does not have any other access to the necessary means for his subsistence and training. In the case of further training, this possibility of promotive assistance particularly applies to young persons and adults who have completed their compulsory schooling and an apprenticeship; at a later stage the desire to take a Abitur via second chance educa-*

1) The Federal Institute of Vocational Training's mandate is to carry out planning and research in the vocational training sector, partly in accordance with instructions from the competent minister.

tion often arises, thus opening the door to higher education.

- *The **Federal Framework Act for Higher Education** and the higher education legislation of the Länder oblige higher education institutions to elaborate and offer further training opportunities, to cooperate with extramural institutions in the Federal Republic of Germany and to promote the further training of their personnel. Further studies at higher education institutions are open to applicants who have completed a course of study and those persons who have acquired the necessary suitability in their profession or some other way.*
- *The **Federal Correspondence Course Protective Law,** which is supplemented by a relative state treaty with the Länder, regulates the rights and duties of participants and organizers of correspondence courses and provides for state admission of such courses.*
- *The federal and Länder **Civil Service Codes** provide civil servants with the opportunity of vocational further training on a regular basis. In addition, special paid or unpaid leave is granted for further general education purposes.*
- *There are also regulations relevant to education and training in numerous other federal laws, such as the **Code of Social Law,** the **Federal Social Security Act,** the **Works Council Constitution Act,** the **Youth Welfare Act,** the **Law concerning the Penal System** and the **Fiscal Laws.***

Divergent regulations

Over and above this framework, there are, in some cases, highly divergent regulations for adult education in the individual Bundesländer. In a number of Länder, further education and training have been institutionalized at constitutional level. More detailed regulations regarding content, organization and finance are to be found, in particular, in the ***legislation for further training schools*** and ***educational leave*** in the Bundesländer.

Last, but not least, legal entitlements to further education and training are contained in collective agreements, and, to some extent, in connection with reduction of working time. This area is proving to be highly flexible and is growing in importance.

Basic statistics

There are 78 million people living in the Federal Republic of Germany, 5 million of whom are foreigners. Some 35 million persons are gainfully employed in various sectors of industry and commerce, the civil service or as self-employed persons.

A large part of the population is learning or teaching in the education system:

- *some 11 million young persons between the ages of six and nineteen are attending schools providing general education;*
- *about 2 million young persons are undergoing vocational training: they have a training contract for inplant trade training whilst simultaneously attending a state vocational school;*
- *there are 1.7 million students registered at universities and colleges in the Federal Republic of Germany.*

The number of persons engaged in teaching duties – usually full-time or as civil servants – is as follows:

- *over 670.000 in schools*
- *about 150.000 in the academic sector at higher education institutions.*

Unlike compulsory school and higher education, it is not possible to obtain a complete statistical picture of the further education and training sector. It is estimated that about 25 million adults take part in further education and training programmes yearly. They are taught or instructed by some 7,000 full-time, and 600,000 part-time and freelance staff. Based on the number of participants, this shows that further education and training are the largest sector in the Federal Republic of Germany's education system.

Unlike school attendance and vocational training, participation in further education is essentially voluntary, thus making its motivation extremely important. As a result, further education institutions are intent on recruiting potential participants for their courses by means of publicity, information and personal contact. The findings of all available studies point to the fact that further education is increasing in almost all areas. True, as far as participant-structure is concerned, the interest in further education is greater among persons with superior education qualifications than less qualified persons.

Framework conditions for further training

Plurality of organizing bodies

The further education sector in the Federal Republic of Germany is distinguished to a marked degree by the plurality of organizing bodies and diversity of programmes offered. In order to satisfy the broad spectrum of the public's further education requirements, industrial associations and trade unions, the Churches and other independent and commercial bodies, especially firms and businesses, Chambers of Industry and Commerce, and Chambers of Handicraft devote

a great deal of money, planning and organization to their widely-varied vocational and general further education facilities. In this context, the concept and implementation of the programmes are primarily oriented towards economic, technological and social development. These institutions collaborate closely with employment administration (local job centres, regional job centres) and other state agencies which provide specific educational advice.

Competition between the various institutions is a basic feature in the general pattern, guaranteeing that further education and training programmes are both attractive and tailored to requirements. The state grants the organizers a large measure of freedom and only intervenes through regulative measures in those cases where it appears particularly necessary on social or economic grounds.

Industry's personal interest

In contrast to the other educational sectors, further education is characterized by the large measure of independence enjoyed by its institutions in the organization of their programmes and the public's voluntary participation. The essential feature of diversity results automatically in the competition between the various organizations which elaborate programmes tailored to demand, thus being able to rapidly react to the changing needs of the different groups of participants. For the most part, the state keeps its distance from the further education market, restricting itself to statutory framework regulations and structural concepts which prescribe a minimum of organizational and financial measures to safeguard an adequate provision of programmes.

The state's responsibility

Even so, within this framework there are still important areas of responsibility for the state where it can promote further education and training through educational measures of its own. This primarily concerns areas in which – for special political or social reasons – considerable efforts are called for which can only be successfully achieved by concerted action on the part of all major societal forces. The need for qualified workers in the new Bundesländer in the next few years, for instance, can only be satisfied with the help of special state programmes. About 50 % of the unemployed in the Federal Republic of Germany have not successfully completed a vocational training course; wherever possible, they must be found suitable programmes. In 1991, the Nuremberg-based Federal Employment Office sponsored vocational further training, retraining and work-familiarization projects involving over 600.000 participants – of whom a good half were previously out of work.

Further education programmes must also provide the population to a much greater extent with information in the area of health education and precautionary measures. The same applies to environment protection (which has now acquired a high level of priority in Germany), and the economical use of energy sources. Last but not least, political education is especially important, particularly in view of the fact that the number of participants in this sector continues to be marginal.

Living democracy depends on the commitment of well-informed citizens and their readiness to face up to political and social questions in a knowledgeable manner. This political task, as far as the state is concerned, is first and foremost the responsibility of the Federal and Länder central offices for political education.

It is also the state's responsibility to promote highly-talented persons in line with their particular bent, and, conversely, to provide assistance in those areas of the population which only have limited opportunities of participation in further education. There is still an educational discrepancy between conurbations and rural areas. Here the state must promote equality of opportunity. In general terms, steps must be taken – by means of state assistance, if needs be – to ensure that no-one is excluded from further education opportunities because of low income-opportunities which can be instrumental in achieving a lasting improvement of occupational or social position or as a help in coping with certain situations in life.

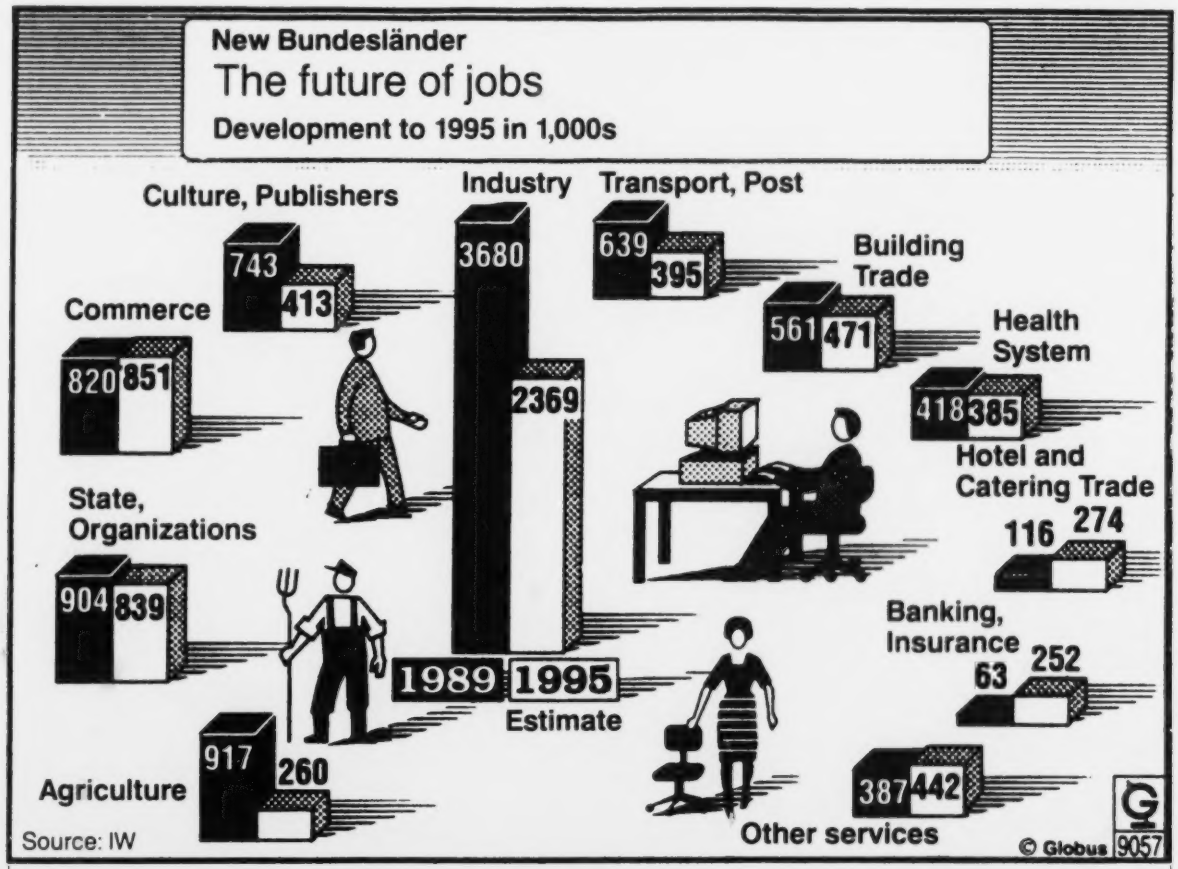
Despite all these reflections on content, it must not be forgotten that the awareness of the need for extensive further education and training on one's own responsibility has still not taken root in all areas of the population. It is the job of state education policy to engender as great a readiness as possible among the general public to partake in further education. The foundations for this must be laid at an early stage in initial school education and vocational training to enable people to cope with future requirements, especially in areas undergoing major structural changes.

Because of the extensive tasks which further education and training must face up to, there must be continuous educational research. By means of the latter, the effectiveness of educational processes can be monitored, their quality assured, educational contents and methods judged by

their practical relevance and learning programmes elaborated for those parts of the population in particular need of education. In addition to other institutions, the Berlin-based Federal Institute of Vocational Training, which boasts of great experience, is particularly concerned with these tasks. Within this framework, the Federal Government and the Länder are providing diverse incentives through joint pilot schemes and research assignments.

The tasks of local authorities

Apart from the Federal Government and the Länder, local authorities also have their own rights and duties. Further education also belongs to their sphere of activity. The effectiveness of further education depends very much on the clarity of their programmes and the advice afforded participants. Local communal advice centres have been set up to this end. In many places, an overall picture of regional further education availability is provided by means of view-data. By maintaining adult training centres, music schools and similar facilities, public libraries, museums and theatres, and by promoting a wide variety of cultural activities, local authorities are creating the basic conditions for quality of life, an intellectual climate – and thus economic development. Local authorities' education programmes are supplemented by those of other institutions



There will never again be as many jobs in the new Bundesländer as there were before the turnaround. This is apparent from a study conducted by the Institute of the German Economy. The study assumes that the east German economy will develop along west German lines. Accordingly, in 1995, there will, in all probability, be only just under 7 million jobs for the 15.5 million inhabitants of the new Bundesländer compared with a good 9.2 million jobs with a population of 16.6 million in 1989. At a figure of 1.3 million, most of the jobs in industry will be lost. Agriculture will be even worse off. There will be additional employment requirements in the services sector, such as banking, insurance and the hotel and catering trade. Even so, jobs must be reduced in this sector, too, according to the experts.

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which cooperate with local facilities at regional level.

Financing of further education

Unlike many another country, industry is the main sponsor of dual vocational training and further education in Germany. Stastistics show that industry spends a yearly sum of Dm 26 billion on the further education and training of its workforce. That equals the total amount provided by the Federal Government, the Länder and local authorities combined for this purpose.

The Federal Government, the Länder and local authorities support participation in further education in diverse ways: institutional promotion of facilities is provided in large measure by the Länder which bear 75% of total public education expenditure. The Federal Government is chiefly involved in inplant of research. In addition, in collaboration with the Länder, it carries out numerous special programmes and pilot projects. Local authorities also support local educational facilities, especially adult education centres, for which they provide about 50% of the public financial assistance.

Individual financial support for further education is scheduled, for example, within the framework of the Federal Employment Promotion Law (1991: Dm 13 billion) and Federal Law concerning the Promotion of Education and Training for persons successfully completing "second chance education". This, for instance, also affects further training courses for master craftsmen who are given financial incentives by the state. Considerable funds for educational purposes are available in the youth assistance sector and for various other demographic groups. About half the Länder have adopted laws giving employees the right to educational leave.

Participants also make substantial contributions towards the costs of further vocational training and further general education programmes themselves, such as paying their course fees, costs of learning and work materials, travel and accommodation expenses. The financing of adult education centres, for instance, is covered up to one-third by participants' fees. By and large, there is a growing readiness on the part of many persons to further educate themselves and to use their own financial means to this end.

Further education institutions

Adult education centres

Adult education centres *(Volkshochschulen)* in the Federal Republic of Germany continue to be the main providers of public further education. Municipal authorities and rural districts are the responsible bodies for more than half the roughly 1,100 adult education centres distributed through the federal area. The other half have association status but are nonetheless supported financially by the local authorities. According to further education legislation, it is the duty of adult education centres to ensure "comprehensive availability of further education programmes". In view of this public responsibility, it is obvious that adult education centres must have a regular and comprehensive range of programmes at their disposal to cope with the wide variety of social requirements and individual needs. Adult education centres observe the principle of complete openess.

About 5.6 million persons attend 13 million lessons at adult education centres yearly. More than 130,000 teachers, full and part-time course leaders and admin staff provide a broad span of educational programmes, ranging from vocational further training and languages to health education.

Foreign languages and German for ethnic immigrants account for about half the courses offered. Further focal points include health education, art and commercial subjects and educational matters.

The majority of persons taking part in the courses come from the lower middle class. The large proportion of women (74%) is conspicuous. More than half those taking part are middle-aged although there now seems to be increasing shift towards older age-groups.

Trade union education facilities

Further education and training activities by the two major trade union associations – the Federation of German Trade Unions (DGB) and the German Union of Salaried Employees (DAG) – take place within a widely spread network of vocational training centres throughout the Federal Republic of Germany. The unions' education policy

is designed primarily to improve the working and living conditions of employed persons and their families, to safeguard their jobs long-term and to contribute to the further democratic development of society. This is mainly directed at representatives of special interests in firms, unemployed young persons, women, foreign workers and elderly people.

Together with the German Adult Education Association, the DGB is running the federal working group "Work and Life", the largest cooperative model between two different further education and training bodies. Further education and training courses are run via adult education centres and union facilities. The DGB's vocational further training scheme has provided retraining, in-service training and resocialization programmes for 54,800 persons in 280 different places in 1991. During the same period the DAG provided further education courses for 125,000 persons in some 300 different locations.

Further education and training in industry and commerce

Further education and training in industry and commerce is governed by job requirements and possible future changes. Since demographic developments in the Federal Republic of Germany will result in a perceptible drop in the potential of new junior employees in the years ahead, firms regard the preparing of available "human resources" for new developments as extremely important. On the other hand, the interest and willingness on the part of individual employees are important factors for the success of further training courses.

Against the background of advancing technical and economic development, the updating, extension and consolidation of knowledge and ability acquired during vocational training is assuming an increasingly important role. Investments in technology and the development of new products will come to naught if staff, capable of coping, are not trained in good time. Apart from in-service training for promotion purposes and retraining, adjustment courses to be able to handle modern technology, new processes and organizational forms are of the utmost priority.

Some 6.5 million employees take advantage of vocational training programmes yearly. In this context, firms and other facilities provided by employers – which account for more than half of all educational and training projects – are the major providers of vocational further training. In a growing number of plants and enterprises there are now full-time members of staff concerned solely with further training. This responsibility usually falls to the business or personnel manager in medium-sized firms. Entrepreneurial further training is concerned first and foremost with data processing, staff management, salesmanship and industrial safety.

Over 70,000 further training examinations were held by Chambers of Industry and Commerce in 1990. The proportion of women in this connection continues to be considerable. In the business promotion examinations it comes to 75 % and in foreign languages as much as 90 %.

The systematic network of interworks vocational training centres is of great importance for further training in the handicraft sector in the Federal Republic of Germany. They are particularly instrumental in ensuring that small and medium-sized firms enjoy a high standard of training and are thus able to compete qualitatively with large firms. With more than 50,000 examination candidates for master-craftsman's certificates (10 % female), further training is enjoying a boom in the handicraft sector.

Ecclesiastical further education

The educational activity of the Protestant and Catholic Churches is concentrated on the shaping of social and political life and the linking of the everyday experiences of the participants with church traditions. With a broadly spanned programme, the ecclesiastical institutions are seeking answers to the problems of orientation within an information-society in an effort to preserve personal identity, to cope with social conflicts and to help shape the living and working world.

To this end, the Protestant and Catholic Churches ran courses for more than 3.3 million participants in 1990. Thus the Churches' further education facilities, together with the adult education centres are among the leading further training institutions, especially as far as questions of general education are concerned. Both Churches boast a federalwide network of family education centres, academies, residential and rural adult education institutions and other educational facilities. They also run educational programmes at local level.

Higher education and academic institutes

Academic further education is provided nowadays by both state and private higher education

institutions, mainly however, by a large number of non-governmental facilities. According to the Framework Act for Higher Education (HRG), universities and colleges are to "elaborate and offer further education opportunities. Further educational studies are open to applicants with a degree or those who have acquired the necessary eligibility in their job or in some other way. The teaching programme for further educational studies is to consist of compact segments and must make allowance for the requirements resulting from the participants' professional experience". Similar regulations are to be found in the higher education laws of all the Bundesländer. In view of the great burden caused by the initial training of the high birthrate age-groups, however, higher education institutions are not in a position to meet these commitments. Their share amounts to about 4% of the overall further education programme in Germany. In the light of these deficits, the Federation-Länder Commission for Educational Research approved recommendations in 1990 designed to boost this area of commitment – and to provide some relief in the primary training sector.

So far, higher education institutions have carried out further training and education courses mainly for their own non-academic staff: librarians, nursing personnel, secretaries and others. In addition, a number of universities have set up "Contact Offices/Central Facilities for Academic Further Education". The latter recruit the services of professors for further education programmes at other institutions and organize "university adult education" in courses run by the universities themselves. These courses are open to anyone interested. Special mention must be made of the correspondence course facilities provided by the Open University of Hagen and the special opportunities of study available for senior citizens at various German universities.

Numerous universities and *Fachhochschulen* (colleges for higher professional training) also run further education courses for academics, partly in collaboration with the latters' professional organizations. These "contact studies" and courses are to be found in almost all technological disciplines, medicine, dentistry and veterinary medicine, economics and law.

Even so, further education and training in these and other academic professions are by no means a university monopoly. Although they are carried out by university teachers in most cases, they usually take place outside the universities in institutions characterized by their particularly close connections with the employment system. Public attention is currently focussed on plans by some of the Bundesländer to admit qualified working persons without previous academic training to further education courses at universities.

The main sphere of activity by higher education institutions in vocationally-oriented academic further training is devoted to specialized further training and the provision of innovative qualifications for professional practice. Here, universities are running more and more into competition with private higher education institutions and other academic establishments. Over and above the existing collaboration between individual higher education institutions and professional associations in industry and the trade unions, there will be a need for systematic cooperation and an exchange of experience between universities, academic institutions and professional practice in future.

A special aspect of university further education also applies to foreign graduates. The Humboldt Foundation, Carl-Duisberg-Gesellschaft, German Academic Exchange Service (DAAD) and other organizations award grants to university graduates from other countries which enable them to partake in further education courses.

Further education in the civil service

Some 6 million of the 35 million gainfully employed persons in the Federal Republic of Germany work in the civil service – as civil servants, salaried employees or workers – for federal agencies, the Bundeswehr (armed forces), the Bundesländer or local authorities.

The Federal Civil Service Framework Law and corresponding legislation in the Länder stipulate that further education and training are part of the official duties of these groups of persons. The Federal Government, the Länder and local authorities offer an extensive and varied further education programme which is by no means tailored to vocational in-service training only: it also takes personal as well as further training needs into account.

The Federal Academy of Public Administration under the Federal Ministry of the Interior, provides central in-service training in the Federal Government sphere. At university level, federal and Länder civil servants have their own College of Administration in Speyer for further education and training purposes. There are, in addition, a number of other academics for the major public administration sectors, such as the Foreign Office, the Federal Post, Finance Administration, the

German Bundesbahn (railways), the Bundeswehr, and for Bundesländer officials.

Members of the Bundeswehr represent a large proportion of the persons in federal employ. The Bundeswehr education facilities, principally the vocational promotion service, provide a large number of drafted and short-service servicemen with the opportunity of preparing themselves for their vocational reintegration on leaving the Bundeswehr. Apart from final school certificates and university entrance qualifications, the programmes also include, in particular, skilled worker training, e.g. for commercial and data-processing occupations and jobs in the health service. Qualifications as master craftsmen, technicians and engineers can also be acquired.

According to estimates, more than 4 % of persons employed in the civil service take advantage of these further training programmes yearly. There is also increasing interest in this sector among employees in the new Bundesländer.

Other further education and training sectors

There are also numerous other opportunities of further education and training, apart from those offered by major further education and training areas and their providing bodies. In the Federal Republic of Germany there is a well-developed network of public and ecclesiastical libraries which, in addition to books, also provide other media, such as gramophone records, films, audio and video cassettes to cater for the educational needs of broad areas of the population. These services are supplemented by mobile libraries which operate mainly in rural areas and outlying urban districts.

Numerous organizations are active in rural adult education, the further education and training of handicapped persons, political education etc. They provide specific education programmes, often at considerable expense.

Public radio and television corporations have the special mandate of taking culture and education into account when preparing their programmes. Five radio stations transmit *Funkkollegs*, which, in cooperation with local further education institutions, e.g. adult education centres, provide courses culminating in officially recognized final school certificates. Regional TV stations (Third Programmes) in the Bundesländer and private stations also include educational courses of various types in their programmes. In cooperation with various adult education organizations, programmes are transmitted in the *Medienverbund* (multi-media system) by means of which the special opportunities offered by television for the motivation of viewers and the presentation of educational content are supplemented by printed instructional material or attendance at an accompanying course.

A considerable part of the population also takes advantage of the educational opportunities offered by museums, theatres and other cultural facilities.

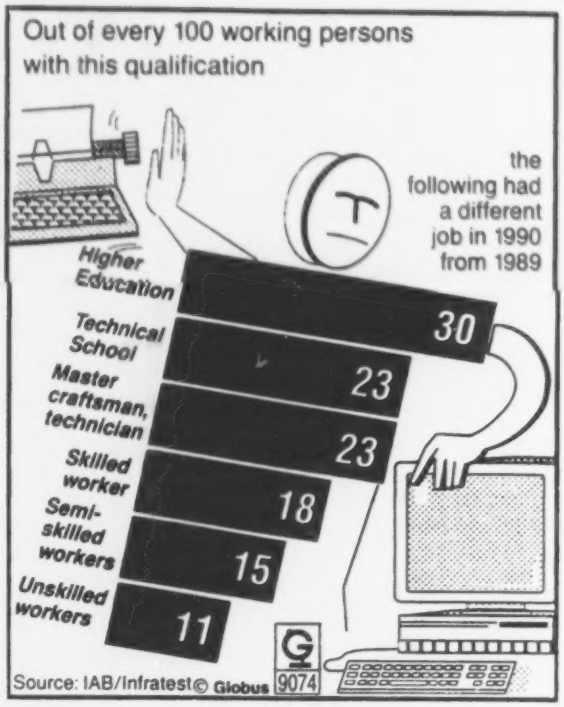
There are also a large number of organizations providing courses for adults in the commercial sector. At 16 and 13 % of general and vocational further education respectively, they enjoy an important market position in this sector.

Overlapping commitments of further education

Key qualifications

In many social and economic sectors a structural change is taking place not only in the new Bundesländer but the Federal Republic of Germany as a whole (e.g. coal, energy, environment) – a change which is leading to a reorientation in all areas of further education and training. Quite a few industrial and commercial sectors are in a state of flux; new requirements at one's workplace are demanding a faster and faster readjustment of employees. A substantial number of unemployed persons are not used to learning and require special qualification measures.

Nowadays, further education and training must provide both job-oriented qualifications as well as adequate advice on how to come to terms with changed personal and social conditions in a purposeful manner. In this context, the dividing lines between general and vocational further education are often fluid. The traditional separation of place of learning from place of work disappears. General qualifications such as mastering foreign languages, improving one's ability to communicate or to think coherently are gaining in importance in one's job. Conversely, vocational qualifications, such as the ability to solve problems or knowing how to orientate oneself can frequently



be applied in the private sphere, too. The principal objectives in this process are "learning how to learn" and how to cope with complicated situations.

Consequently, over and above purely specialized qualifications, further education must also provide what are known as "key qualifications". In ever greater measure they include such things as personal initiative, willingness to accept responsibility, the faculty to orientate oneself, the ability to solve problems, the ability to communicate, the willingness to change, the ability to work in a team, and the ability to learn independently. Self-qualifications of this nature are of a longer-term nature and enable one to translate specialized knowledge into practice in new conditions.

Special groups of persons

The promotion of a willingness among the general public to partake in further education is a basic requirment for the effectiveness of qualification programmes. Experience shows that those areas of the population which are willing to be educated anyway, will also continue to do so in the future, whereas there are considerable difficulties in trying to win over persons who are not used to learning or who are slow learners to the idea of systematic further education. They are in need of special help which will promote their readiness to learn.

Coping with the economic structural changes in the ex-GDR respresents the greatest challenge in the years ahead. According to estimates, 4.8 million employees, i.e. 50% of the total workforce, are either having to supplement their present vocational competence or undergo complete retraining for new occupations. Whole industrial sectors, such as the textile or chemical industry, have become obsolete and are making thousands of employees redundant whilst new jobs in the service industry are springing up in the retail trade, finance and telecommunications. Some 70% of persons employed in agriculture will no longer be needed in future.

Following the political changes in the eastern part of Germany and in Eastern Europe, in 1989 alone, half a million former GDR citizens and over 800,000 ethnic immigrants flocked onto the German employment market. Their vocational and social integration are making heavy demands on further education. Quite apart from these, other groups for which special assistance measures have been devised, include, first and foremost, young foreigners, young persons with learning disadvantages and handicapped persons.

Since more and more women are going out to work and the number of women returning to work after breaking off their career for family reasons is increasing, the importance and need of vocational further education and training for women have grow quite considerably. In this connection, apart from the updating and improvement of professional qualifications. It is also a matter of opening up new occupational areas for women returning to work and, in particular, providing support for personal and professional reorientation by means of better structural conditions, such as child-care, for instance. The Federal Government and the Länder have initiated a large number of pilot schemes in this area to provide women with fairer opportunities.

Many persons are facing a new phase in their lives and must prepare themselves for the anticipated changes in their life situation. This particularly applies to the growing number of persons taking early retirement. Because of the continuous reduction in the length of working life in recent years, employed persons in the Federal Republic of Germany today have, on statistical average, 20 years of life before them on retirement. The proportion of elderly persons in society is getting larger; a quarter of the population is already over 60 years old. Further education programmes during working life can help prepare people, even though retired, to take an active part in social and political life, and to pursue their own interests. Apart from further education institutions, a

number of firms have taken on this educational task.

Further education tailored to the needs of adults presumes that teaching staff at further education institutions are also further trained, taking current points of reference into account. The further education teaching body – lecturers, industrial instructors and master craftsmen, as well as social workers – consists of a small number of full-time and a large number of part-time staff. In various areas of further education, special teaching demands are made on course leaders, such as the work with groups unaccustomed to learning.

Social and political responsibility

Whereas the number of participants in various areas of general, vocational and academic further education has grown in past years, it is stagnating in the political education sector. This contrasts sharply with the fact – and not least because of the opening-up processes in the east – that, in recent years in particular, the "feel" for social problems and the interest in coping with them have grown in recent years. The experience of unemployment, the paths to peace and disarmament, the tranformed relationship to the natural environment and its preservation, the social tolerance of new technologies, health-conscious living, a new image of work, occupation and leisure time: all these problem areas have generated a broadly-based and far-reaching political debate and an unforeseen commitment on the part of the population. As a result, further education institutions must adjust themselves to the fact that these needs on the part of the public must be incorporated more methodically and systematically in their further education programmes.

Dealing with political and social questions presumes that they are first seen in their factual complexity and in relation to their inclusion in the democratic shaping of public opinion, the formulation of political demands and objectives, and the decision-making process. This form of political further education was officially taboo in the ex-GDR. This means that particular commitments are called for here. The task of political education is to make all citizens aware of their political and social responsibility, to promote a differentiated and critical approach to the information media and to enable practice-related codetermination and coresponsibility.

This also includes further education programmes for persons who hold honorary positions. Following investigations, about half the adults in the Federal Republic of Germany hold honorary offices in a wide variety of areas: caring for the sick, old and handicapped, socially weak families, ethnic immigrants and foreigners, in clubs and associations. In addition to their willingness to help out, they need systematic guidance for their often none-too-easy tasks and organizational knowledge.

Technological change

Within the space of a few years, technical innovation, now an integral part of the daily round, has not taken root in major industrial companies only: it also has gained a firm place in small commercial and handicraft firms as well as in private households: industrial robots for control and production, commercial data processing, CAD simulation technology, personal computers and so on. Whereas every second trainee is acquainted with these technical processes nowadays, the majority of employees are obliged to familiarize themselves with these often far-reaching changes via further training. Nor is the changing scene restricted to work-place. Like hardly any other sector, the new technologies, in particular, clearly show the interaction between technology, work and free-time.

Handling the new communication media

The new communication media – cable and satellite television, video, view-data, videodisc, compact disc and a large number of software programmes – are expanding the opportunities of further education. In view of the rapid developments and changes in the media sector, however, whether and to what extent they are actually being used for education purposes is still hard to say.

The additional uses of the screen are making television sets more and more varied. As a result of the rapid drop in production costs in the Federal Republic of Germany, private households have become amply furnished with entertainment electronics in recent years: cable television and videorecorders are now by and large standard equipment. Following the setting-up of several private television stations, a not inconsiderable number of viewers have moved away from the state-owned television programmes. It has yet to be seen what effects the programmes, mainly of an entertainment nature, will have on the programme structure of state-owned radio and television which, in line with their statutory mandate,

have to provide a firm place for education and culture in their transmissions.

These examples show that one of further education's main tasks will be teaching people to use the media in a responsible manner. With this in mind, various further education organizations are offering courses for parents, teachers and educators. With the support of the Federal Government and the Länder, media . education pilot schemes are being carried out in schools to counter the serious dangers which may occur through uncontrolled access to so wide a variety of media. Public and Church libraries have built up their own stocks of videocassettes which they not only lend: they also provide a counselling service, as well. Some libraries have assembled select literature which contains purposeful additional information on televized programmes.

Pilot schemes have been carried out in various German cities to examine the opportunities offered by cable television and radio, particularly with regard to further education purposes. It emerged that, although the education programmes had no impact on the overall viewing figures for a particular station, the majority of those who had made a special note of the education programmes gave them a positive rating. This is why the attention of education policy experts is being drawn to new forms of multi-media systems which are cooperative ventures by television networks and further education organizations. For this purpose, a media-association discussion group has been in existence at federal level for many years. In addition to state-owned television corporations, this group also includes representatives of almost all further education and training associations.

Vocational further training

Qualification instead of dismissal

Vocational further training serves the maintenance, extension and adjustment of vocational knowledge and skills – as well as promotion. The differentiated change going on in the Federal Republic of Germany from an industrial society towards a service society, with a marked bias towards countries abroad, is confronting vocational further training with new quantitative and qualitative challenges. A large number of occupations, such as in the metalwork sector, have changed quite dramatically of late; new trades, e.g. in environment protection, have sprung up. Firms must pick up these developments and pass them on to all their employees. Vocational knowledge originally learnt is growing obsolete faster and faster. As a result of a continuous trends towards better educational qualifications, the shortage of skilled workers is already making itself felt and being further aggravated by demographic developments in Germany. Industry has consequently realized the opportunity existing in well-trained skilled labour potential. Whereas employees in various sectors were formerly dismissed as a result of rationalization and new staff sought on the market and trained in the firm, today it has become a matter of survival for many enterprises to keep their staff on a long-term basis, to contribute to their development through further training and, if required, to qualify them for new tasks.

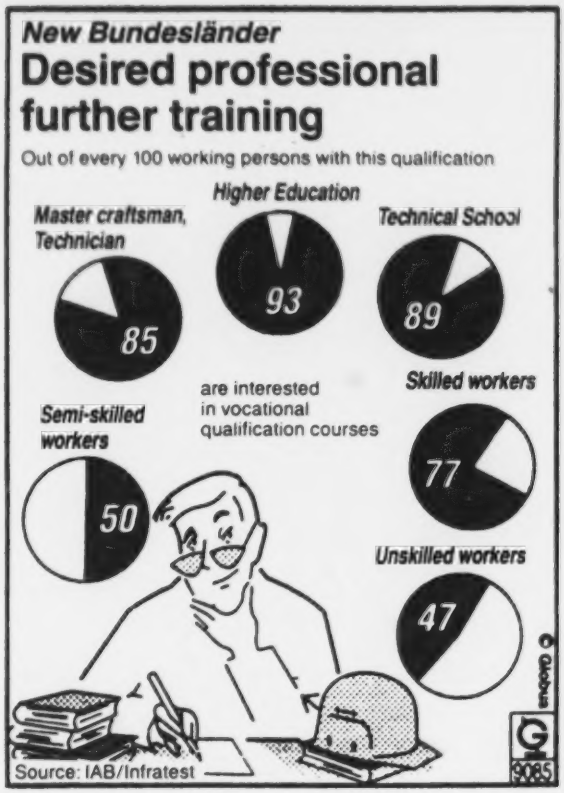
In this connection there is great willingness on the part of employees to undergo further training. Participation in vocational qualification has doubled in the last ten years. Skilled staff are not only expected to be able to handle increasingly complex and high-quality technology; they must also display the ability to plan and organize independently and to make their own decisions. Many a fear that technology would make humans superfluous has not materialized. On the contrary, the scope for personal discretion is increasing and enriching employees' work.

Equality of general and vocational education

If Germans are asked for their opinion about the social prestige of various occupations, the first ten places are occupied almost exclusively by academic professions. This assessment is reflected in the attitude of young persons towards the choice of occupation. Hence the worry of employers that they will no longer be able to cover their considerable requirement of skilled workers at medium level in future. The number of young persons starting on dual occupational training has dropped by more than 330,000 since the mid-1980s to a present level of 1.5 million. The number of students, on the other hand, has risen so steadily that, for the first time in the history of the Federal Republic of Germany, there were more students than apprentices in 1990. This development has prompted industrial and educational experts to think more intensively of ways to enhance the attractiveness of vocational training.

In the opinion of the experts, vocational training should acquire its own significance to develop into an educational sector equal to that of higher education. Qualified persons with job experience, who are capable and actively further educating themselves, must, via relevant further education programmes, be given the same opportunities of professional advancement and personal development as similarly-aged university graduates.

It is up to plants and enterprises to break with the formal approach to personnel planning – which still prevails in many places – and to start treating seriously the principle "that occupational capability counts more than degrees along the path to attractive professional positions and appropriate remuneration". This move could be favourably enhanced by making jobs more attractive – where broadly-based qualifications, imagination and all-round education are called for and no longer highly specialized knowledge in one particular field.



Promotion of talented persons in vocational training

The creation of equal opportunities for young working persons implies, among other things, that particularly talented skilled workers and handicraft-journeymen be given greater promotion in further training during the early stages of their career. The promotion of talented young skilled workers is essential for future-oriented further development of vocational training. This complements the currently well-developed promotion procedure in the Federal Republic of Germany for gifted pupils and outstanding academic achievements – as a "fundamental element" in the creation of equal opportunity.

In point of fact, the promotion of talented persons in vocational training is nothing new. Many firms have long been awarding prizes for outstanding achievements during training. Inter-company financial assistance is awarded and competitions held. The current points of departure for promoting talented persons in vocational training however, have little systematization. Above all, they are not enough to realize the objective of perceptibly enhancing the attractiveness of vocational training for exceptionally capable or talented young persons. As a result, the German Federal Government initiated a concept in 1991 by means of which about an annual 0.5% of persons successfully completing their occupational training will be included in promotion measures, e.g. scholarships, participation in demanding further education programmes and trips of a further educational nature abroad.

Correspondence courses

Correspondence courses enjoy particular importance among the various forms of further education. They offer students flexibility of time, place and organization which is frequently not possible in direct instruction. This independence makes correspondence courses particularly suitable for persons who, for personal or occupational reasons, are unable to constantly partake in courses demanding their presence. One great advantage for many working persons is the fact that they can process the written or audiovisual learning material from the correspondence course institution at their own place at home and send their work in to be corrected. Depending on the nature of the course, weekend-sessions are held from time to time and the opportunity of obtaining recognized qualifications offered. Because they are independent of the time factor and can be learnt in one's own fashion, correspondence courses represent a particularly economic form of further education on the side for many participants.

High increase rates

Correspondence courses *(Fernunterricht)* are a tradition in Germany, particularly in the new Bundesländer. This explains the unusually high rates of increase, especially in such subjects as economics, commercial practice, catching up on missed school certificates and languages. The high level of acceptance enjoyed by correspondence courses is also proved by the figures: between 1983 and 1990, the number of persons registered for courses at the some 150 correspondence course institutes doubled to 140,000 men and women.

The European and international dimension

The European internal market in 1993

The beginning of 1993 will see a revolutionary development in Europe. At this point in time, the borders between EC (European Community) countries, which still prevent complete freedom of movement, will be removed. At the same time, the EFTA (European Free Trading Area) states will combine with the EC in a "European Economic Area" which, with 370 million people, will become the largest domestic market in the world.

Training and further training are particularly affected by the far-reaching changes resulting from this unique historic development. In this context, the success of the internal market will not depend entirely on the ability of correspondingly qualified persons to share in the shaping of new developments. Vocational training also represents a fundamental factor in the social dimension of European unification. Thus cooperation in further education and training by the members of the European Community is a basic political component of future development.

The advance of structural change in the economic and social fields implies that efforts aimed at improving and expanding vocational training in Germany must be further intensified. Europe-relevant qualifications include, first and foremost, knowledge of foreign languages: recent surveys show that 78 % of all firms expect their staff to have a knowledge of English nowadays. The urgent need for further education measures is shown by the fact that only 2.5 % of vocational school students receive foreign language instruction. Europe lives on its many languages which are an expression of its cultural diversity. Consequently, the mastery of foreign languages is not only indispensable to be able to work as an employee abroad and to acquire experience of other countries. It enhances cultural competence and understanding of the living conditions and historical developments of European neighbours. But so much important content-matter cannot be included in its entirety in normal vocational training particularly in view of the fact that not all occupations are affected to the same degree and that courses should not be further prolonged. Statistical developments show that employees have come to regard the acquisition of "European qualifications" as the objective of their further training.

European Community programmes

The German Federal Government and the Länder, and, in particular, the European Community, have initiated a large number of measures in support of the European unification process. The best-known programmes in the vocational training and further training sector are:

- PETRA
  This programme provides young persons with the opportunity of being trained in a European network of trans-border training programmes on conclusion of compulsory school attendance. It embraces exchange measures and practical training abroad and concentrates in general on the European dimension of occupational training.
- YOUTH FOR EUROPE
  This programme is concerned with youth exchange outside school, academic or vocational education, and is thus of a supplementary nature. Trips abroad are offered to young people and further training courses to managerial staff from youth exchange organizations.
- LINGUA
  Trips abroad for foreign language purposes are financed as further training for teachers, language instruction in firms, exchange measures for pupils at vocational training schools, cooperation between higher education institutes, and student exchange.
- DELTA
  Technological progress is creating an enormous requirement for vocational and specialized trade training and further training. By means of this programme, modern learning technologies are to be elaborated and disseminated.
- FORCE
  The target group are salaried workers and lecturers employed in further training, especially in medium-sized en-

terprises. The programme is designed to promote innovations in further training management and to encourage increased investments in this sector.

- EUROTECNET
  The object of this programme is to promote the adaptation of occupational training and further training to changed qualification requirements in the new information technologies. This serves the preservation and creation of new jobs, and promotes mobility on the employment market.

- IRIS
  By this means, a European network of vocational further training measures for women is being set up to improve the exchange of experience and information between the various national, regional and local offices/projects concerned with the enhancement of women's vocational opportunities.

- NOW
  Through this initiative, women are to enjoy the same benefits as men from the anticipated effects of economic growth and technological development on integration in the employment market. Child-care measures are to facilitate participation in vocational training.

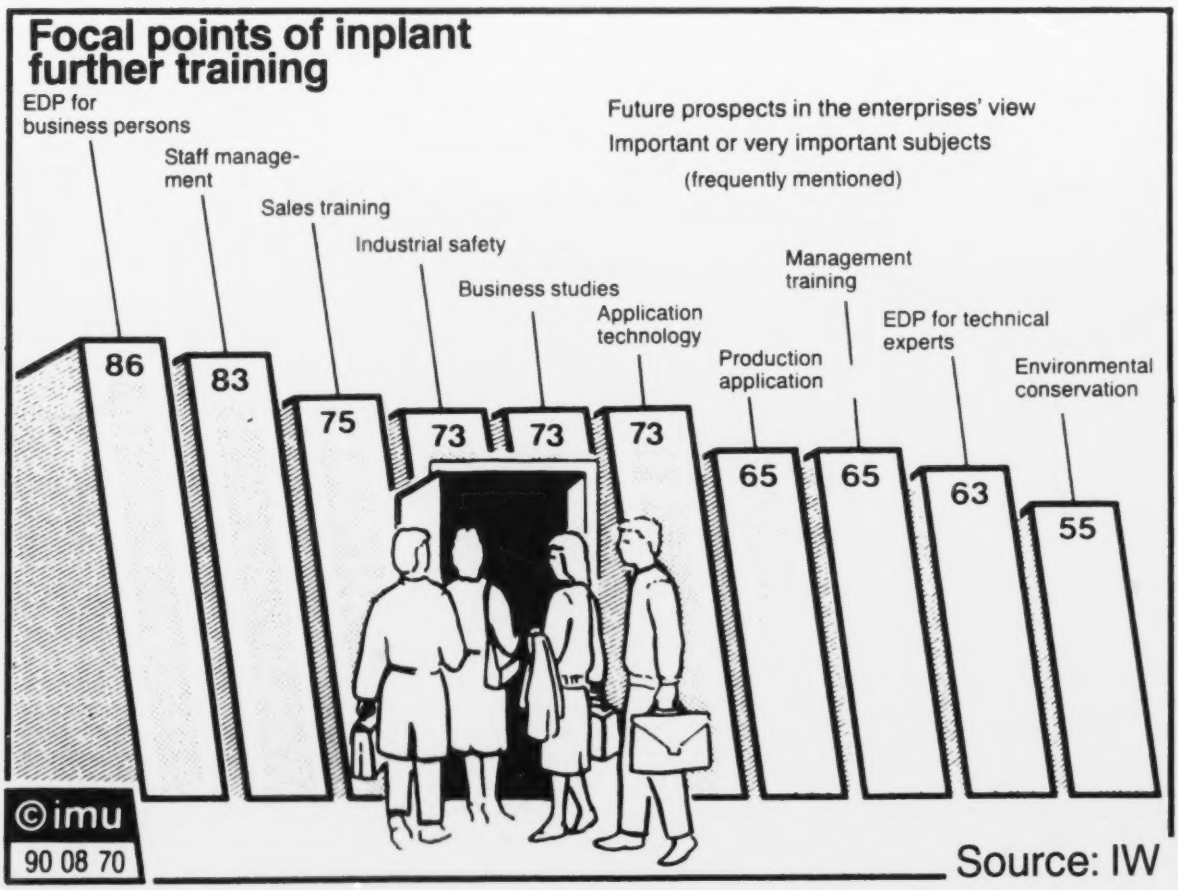
- EUROFORM
  This programme is to help enterprises and organizations tailor their training programmes to the requirements of the internal market and technological development by means of new qualifications.

- HORIZON
  This programme is assisting the social and vocational integration of handicapped and other disadvantaged persons. In this programme, too, measures can be implemented in a transborder network at community level.

In view of current changes, particularly in Central and Eastern Europe, the European Community has considerable extended the scope of its programmes to include little by little the Central, East European and EFTA countries – as well as the new parts of Germany.

Central and East European countries

The radical political reorientation of Central and East European countries is having far-reaching effects on the whole of the training and further training system. Most of these states were formerly sealed off from world markets and international competition which prevented the introduction of new technologies, the adoption of modern production methods, and the up-to-date training of skilled and managerial staff. The creation of



future-oriented jobs and thus qualification courses for employees are a fundamental precondition for economic and political stability.

Germany has had bilateral agreements on cooperation in the training and further training of skilled and managerial staff in industry with the Soviet Union, Hungary and Poland since 1989. Further agreements with the Czech and Slovak Federative Republic and other former East Bloc countries are to follow. A series of measures are to assist the countries concerned during the difficult transition from a planned to a free market economy. They consist primarily of informative visits to the Federal Republic of Germany, system advice, the setting up of vocational further training centres, assistance in the preparation of modern teaching and learning materials, exchange of academics, in-service training programmes for managerial staff in industry, disseminators on the trade union side and the exchange and part-training of foreign apprentices in German firms. In the planning and implementation of qualification projects of this nature, it is of great advantage that the state, industry and commerce, and the organizations involved can fall back on experience gained in the introduction of a free market economy and the west German training and further training system in the former GDR.

International organizations

Education, culture and science play an important part in the many and diverse relations between the Federal Republic of Germany and other countries at governmental and non-governmental level. Questions of further training are also touched upon in a number of cultural agreements. The work of the mixed commissions in each case is devoted first and foremost to the exchange of educational and industrial managerial staff, apprentices and pupils.

As a member of the Council of Europe, the OECD[1], UNESCO[2], ILO[3] and other international organizations, the Federal Republic of Germany cooperates with its partner countries in many and diverse areas in which the sector of cultural and further education of adults is addressed.

The Federal Government makes funds available for purposes of vocational and out-of-school adult education via the Federal Ministry of Economic Cooperation and other ministries. Promotion measures take place both within bilateral governmental cooperation projects as well as through supportive activity on the part of private organizers. These include first and foremost the GTZ (Society for Technical Cooperation), the DSE (German Foundation for International Development), the German Adult Education Association, the development-aid organizations of the Churches and political party foundations.

The reciprocal exchange of academics – who want to learn more about the political, social and legal situation of the host country – enjoy particular importance within the framework of international cooperation. Corresponding courses have been set up at various German universities. Stays abroad by German academics are facilitated through the good offices of the DAAD (German Academic Exchange Service), the Alexander von Humboldt Foundation and other organizations.

Last but not least, mention must be made of the work performed by numerous Goethe Institutes in many countries of the world. They organize cultural and educational programmes with state support.

1) Organization for Economic Cooperation and Development
2) United Nations Educational, Scientific and Cultural Organization
3) International Labour Organization

Political party discussion on further training

The Commission of Enquiry on the "Future of Education Policy – Education 2000", set up by the German Bundestag in 1987, made further education and training its focal point and presented its final report in 1990.

The political parties are also concerning themselves with further education and training matters and their objectives. Whereas the Greens are calling for education in "ecologically conscious action", the following points were agreed on by the CDU/CSU, SPD and the FDP:

- in the interest of equal educational opportunities in the Federal Republic of Germany, the state – on given preconditions – will intervene regulatively to ensure universal availability of further education,
- initial and further education should be made more consistent with each other and educational paths have a more open nature,
- a greater number of teaching staff should be trained and further trained for this sector,
- further education and training must face up to the requirements of new information and communication technolo-

gies and equip people to handle them in a purposeful manner,

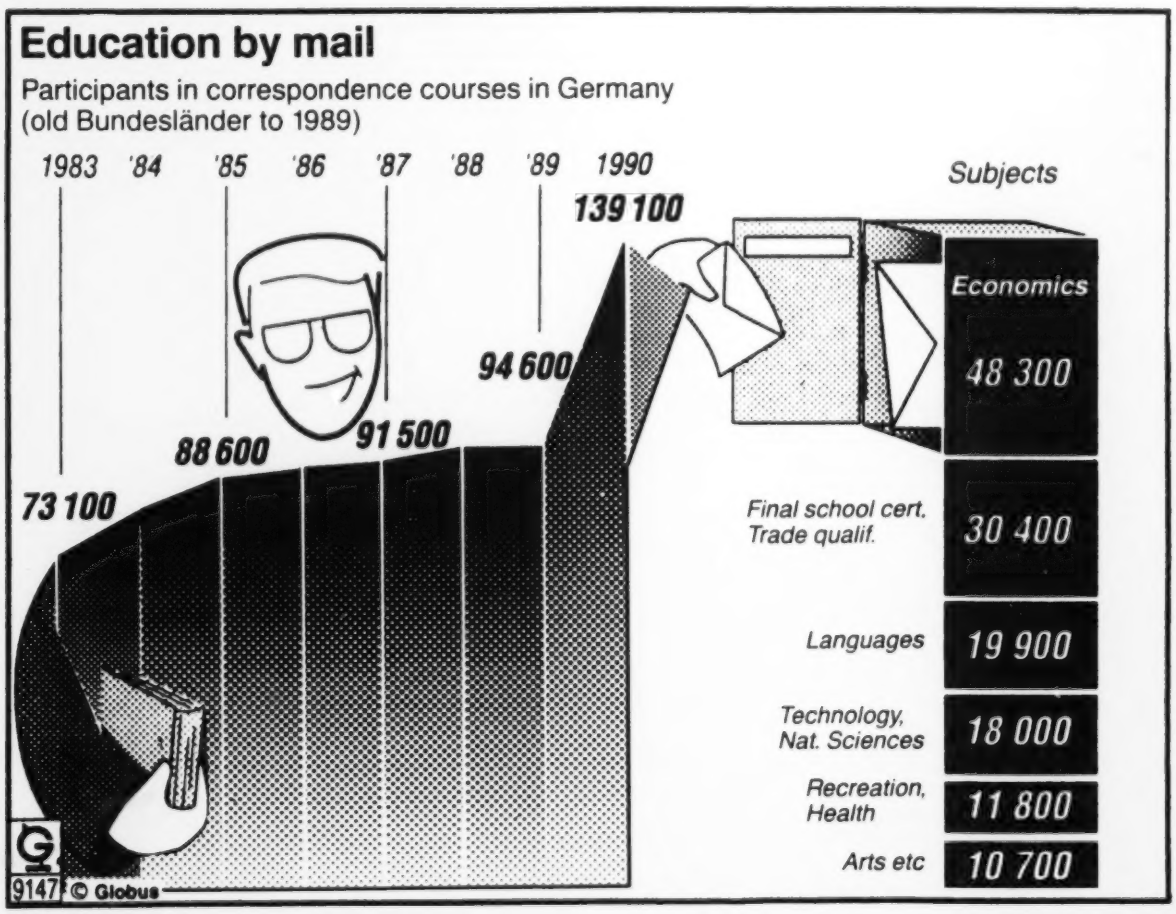
- further education and training must participate in the process of achieving a balance between economy and ecology,
- the population must be motivated to take part in further education and appropriate advice on further education be made available,
- apart form cognitive learning aims, creativeness and personal experience must receive greater consideration,
- further education and training must give greater consideration to equal educational opportunities for women and take specific situations in life into account.

Differing political party opinions

Over and above these objectives, however, there are also basic social differences to be noted among the political parties which, in some cases, considerably modify the previously mentioned principles:

The Christian Democratic Union of Germany (CDU) and the Christian Social Union (CSU) emphasize the fair opportunities of further education in accordance with varying personal ability and interests. The differentiated aims of further education range from special programmes for slow learners to the promotion of the exceptionally talented in schools, higher education and on successful completion of occupational training. In an effort to avoid unemployment, further education is tailored to the requirements of the employment system and labour market. As a general rule, participation in further education is voluntary. Competition between the diverse providing bodies is a fundamental principle; it guarantees a differentiated, attractive and requirement-oriented availability of further education and training. The state only intervenes where special social or regulative requirements make this essential.

The Social Democratic Party of Germany (SPD) particularly stresses the socio-political aspect of individual further education, too. It wants basic



regional provision of further education for adults wherever they are disadvantaged by the traditional education system and assigns far-reaching regulative functions, including state promotional programmes, to the state. In particular, further education should contribute to the development of equal opportunity. Experienced working persons should be given extensive access to higher education programmes. Further education is seen in the context of socio-political objectives, the marked emphasis on social components in the introduction of new technologies as well as the general availability of political further education of employees (educational leave) on a statutory basis. To this end, the SPD calls for a federal framework law and comprehensive financial obligation on the part of employers in respect of the further education and training of employees. Promotion of talented persons is rejected as a false signal.

The Free Democrats (FDP) likewise underscore the special importance of further education as the "fourth pillar" of the education. Plurality and fair competition among the providing bodies must be assured. This means that state institutions should only provide further education facilities themselves where other organizers are out of the question or incompetent; on no account must they create competitive disadvantages for private organizations by providing programmes which do not conform with the market. Among other things, programmes facilitating women's resumption of professional life are of particular importance. The FDP prefers regulations for vocational training to be included in collective agreements rather than in statutory measures.

The Greens believe that certain groups of persons, especially women, are disadvantaged in the traditional further education programmes. They give priority to the development of the whole personality. This includes, first and foremost, the promotion of creative skills and teaching people to act in an ecologically conscious social and democratic manner. The Greens' politico-educational demands are mainly concentrated on the ecological restructuring of society and educational programmes for disadvantaged groups of persons. Corresponding measures should be safeguarded through increased financial support by the state and industry.

Appendix

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Further Education Glossary

Adult education centres *(Volkshochschulen)*

Classical institutions providing education for adults in Germany. They are mostly run by public providing bodies, are not tied to groups or organized on formal lines

Adult education boarding centres
(Heimvolksschulen)

Educational institutes which, in boarding form, promote further education with social communication in the learning groups; the centres are principally designed for target groups taking part in Church or rural further education courses

Audio-visual library *(Mediothek)*

Extended library facilities with teaching media such as language cassettes, video cassettes, slides, films etc.

Certificate programme *(Zertifikatsprogramm)*

A course programme elaborated by the Adult Education Association and supported by the Federal Minister of Education and Science. It has a prescribed niveau and standardized final certificates and is having a model-effect in many European and non-European countries

Concerted Further Education Initiative
(Konzertierte Aktion Weiterbildung)

A Round Table initiated by the Federal Minister of Education and Science for all major institutions. Its purpose is to promote innovations in all of further education

Contact offices *(Kontaktstellen)*

Agencies set up by higher education institutions which assist the organization of further educational studies in collaboration with extra-mural facilities

Correspondence courses
(Fernunterricht, Fernstudium)

A form of instruction in which, by means of teaching materials, learning can be achieved at home – independent of time or place. Personal course attendance, advice by the correspondent course institute and examinations take place at specific intervals. The learning programme ranges from general and vocational education to courses of study

Dual system *(Duales System)*

Vocational training in Germany is carried out at two different places of learning which operate hand in hand – firm and vocational school. The latter also provides further training

Education advice centre
(Bildungsberatungsstelle)

This facility exists at local level and gives helpful advice to persons interested in further education and also takes further action on their behalf

Education for adults by radio *(Funkkolleg)*

Multi-media pilot scheme by various radio stations in cooperation with adult education centres and universities. For this purpose, participants are provided with printed material which is dealt with in broadcasts and processed in study circles. It is possible to obtain a final certificate on successful completion of such courses

Education for adults by television *(Telekolleg)*

See above. By the use of television, education matter can be effectively explained and learning motives enhanced. The use of video recorders enables participants to repeat educational telecasts

Educational leave *(Bildungsurlaub)*

Paid leave of absence granted to employees for educational purposes

Elementary courses *(Elementarkurse)*

Courses at a very low educational level to prepare persons not used to learning for participation in general and vocational education courses

Employment Promotion Act
(Arbeitsförderungsgesetz)

The most important law concerning further education and training, retraining and job-familiarization measures

European internal market
(Europäischer Binnenmarkt)

Complete opening-up and cooperation among the 12 current West European member states at all political levels with equal rights for all citizens

Federal Employment Office
(Bundesanstalt für Arbeit)

Central institution which fulfils statutorily-designated tasks in vocational training, including careers' advice and finding employment

Federal Youth Plan *(Bundesjugendplan)*

Constitutes the basis for promoting out-of-school education measures for young persons. It is rescheduled annually

Further education *(Weiterbildungspersonal)*

All forms of organized, and in some cases, informal learning on completion of initial educational phase; vocational further training basically embraces occupational advancement and adaptation courses, retraining and academic further training

Further education centre
(Weiterbildungszentrum)

Central facility which has been conceived as a "House of Further Education" within the framework of a general local concept. Its salient features are, among others, communication areas, library, audio-visual library, rooms for events by various organizers, laboratories for photography and scientific purposes, a stage

Further education staff *(Weiterbildung)*

Lecturers at school and higher education institutions, industrial instructors, master craftsmen and social welfare workers involved in further education and training measures. They are employed on either a full-time or part-time basis and, in most cases, must fulfil special suitability requirements

Information technologies
(Informationstechnologien)

Control and supervision of technical cycles and production forms by means of electronic data processing

Key qualifications *(Schlüsselqualifikationen)*

Subject-overlapping personal skills which enable people to cope with new developments at their place of work and in the private sphere on their own responsibility

Multi-media system *(Medienverbund)*

A form of teaching learning content through a combination of audio-visual media (e.g. television, radio) with written instructional material

New media *(Neue Medien)*

Extension of the possible uses of the TV screen, e.g. video, view-data, cable and satellite television

Political education *(Politische Bildung)*

Making people aware of democratic structures and decisions in the fields of society, politics, history, economics and law

Second-chance education
(Zweiter Bildungsweg)

The path to a university entrance qualification in which school education is continued on successful conclusion of vocational training

Self-instruction centre *(Selbstlernzentrum)*

An education facility offering people the opportunity to decide for themselves what they wish to learn as opposed to what is provided in courses. For this purpose, written and audio-visual learning material is available (see "Audio-visual libtrary" above). Educational advice is also obtainable if requested

Work and Life *(Arbeit und Leben)*

The national studies group "Work and Life" is the largest German cooperative pilot scheme between German adult education and German Trade Union Federation institutions.

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